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AUTHOR Adelman, Howard S.; Taylor, Linda
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ABSTRACT

It is commonplace for school restructuring proposals to mention the need for support programs and services that will address barriers to students' learning and performance. This paper explores some concerns about prevailing policies that address impediments to learning (including but not limited to school violence and substance abuse). Emphasized here is the need for revising policy at all levels and the importance of moving from fragmented and narrowly targeted strategies to a cohesive and comprehensive continuum of interventions. Also highlighted is the argument that enabling activities must be treated as a primary and essential component of education reform and not just as "add ons" that fall away with budget cuts. It is suggested that restructuring policy be unified through an "Enabling Component." This Component would guide efforts in restructuring enabling activity in schools, would weave such activities together with initiatives to integrate community health and social services, and would intertwine the whole enterprise with instruction. A specific programmatic approach and infrastructure for establishing an Enabling Component is presented. Six programmatic areas that enabling activity may fall into are: classroom focused enabling; student and family assistance; crisis assistance and prevention; support for transitions; home involvement in schooling; and community outreach for involvement and support (including a focus on volunteers). The emphasis throughout is on collaboration, coordination, and integration among all enabling activities and with the instructional and management components. Education reformers are cautioned that unless they place a high priority on restructuring activities that eliminate obstacles to learning, it is likely that the eight National Education Goals will not be realized. Contains 41 references. (RJM)

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Pupil Services and Education Reform

Howard S. Adelman

University of California, Los Angeles

Linda Taylor

Los Angeles Unified School District

Running Head: Pupil Services

Address: Department of Psychology
UCLA
405 Hilgard Ave.,
Los Angeles, CA 90024-1563

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Pupil Services and Education Reform

The nation is about to begin a new round of addressing concerns about safe and drug free schools. Unfortunately, unless there are dramatic changes in prevailing policies and practices, we fear the country will experience another round of piecemeal and fragmented project activity that wastes too much of what already are too limited resources.

In the brief space assigned, we want to explore some central concerns about prevailing policies and practices related to addressing barriers to learning and factors that interfere with effective schooling (including but not limited to school violence and substance abuse). Let's begin by looking at two major movements sweeping the country that affect all us for better or worse. Each has the potential to make things better for students, their families, schools, and society. But each has critical deficiencies that weaken their promise.

The Movements to Restructure Education and Community Health and Social Services

It is commonplace for school restructuring proposals to allude to the need for support programs and services to address factors that interfere with students' learning and performance. Compared to discussions of instructional and school management reform, however, specific recommendations for policy and practice have not been forthcoming. Review of the relevant literature primarily finds general statements affirming that such enabling activity is essential to the educational mission.[1] A few analysts have gone on to express concern that existing resources are insufficient, hard to access, and are pursued in a fragmented manner. Criticism of fragmentation encompasses school-operated support services and community-based health and social service delivery. There have been calls for (1) connecting programs dealing with psychosocial and health problems as closely to each school as feasible and (2) evolving such programs into a comprehensive, coordinated, and increasingly integrated package of assistance for students and their families.

While such calls have not guided reform of school-operated programs, they have influenced the restructuring of community health and social services. State-wide initiatives

are burgeoning (e.g., in New Jersey, Kentucky, California) aimed at integrating community-based services and linking them to school sites.[2] Here, one finds highly specific policy and practice recommendations. It should be noted that the primary emphasis of these initiatives is on restructuring *community* programs to improve their cohesiveness. Increasing accessibility by linking them to *school sites* is a secondary emphasis and, unfortunately, a deficient one in that it does not attend to how school-linked community programs are to mesh with existing school-operated support programs.

The major deficiencies in both movements represent fundamental flaws in prevailing policy thinking. And because of these deficiencies, the combined impact of the two movements seems to have produced an inappropriate narrowing of focus among policy makers. That is, talk among policy makers is primarily about *school linked services*. In doing so, they tend to ignore the invaluable school-operated resources currently devoted to providing a wide range of education support activity.

Prevailing policies and practices must be reformulated if we are to effectively address barriers to student learning. In particular, attention must be given to correcting the deficiencies we have highlighted with respect to the movement to restructure education and the initiatives designed to encourage school-linked services. This includes weaving together those facets of the two movements that are meant to address barriers to learning -- using as a guiding principle the intent of creating a comprehensive and integrated programmatic approach. It also includes blending such a comprehensive and integrated programmatic approach with the instructional component of education reform.

Our main purpose here is to highlight the need for systematic work on the fundamental restructuring of education support programs and services, with specific emphasis on enhancing their nature and scope through linkages with community programs. To this end, a new concept dubbed the Enabling Component is introduced (see Figure 1).

Insert Figure 1 about here

Formulation of an Enabling Component as a general concept helps highlight major policy gaps in the movement to reform schools and initiatives to integrate health and human services. Furthermore, as operationalized here, the concept represents a basic organizational and programmatic reconception of education support activity (school-based and linked programs/services) aimed at promoting healthy development and addressing barriers that interfere with teaching and learning. The presentation reflects ongoing work related to several restructuring initiatives, including one of the nine national "break the mold" models supported by the New American Schools Development Corporation.

The Enabling Component

No one denies there are many factors that interfere with students' learning and performance. And, the consensus is that significant barriers are encountered by the majority of students in a large number of schools, particularly schools where a high proportion of students are poor or immigrants or both.[3] We suggest that commitment to the success of all requires an array of activity to *enable learning*.

The scope of the problem makes it essential that new directions for policy and practice go beyond initiatives designed to integrate community health and social services and, as feasible, improve access by linking them to schools. By themselves, *health and social services* are an insufficient strategy for addressing the biggest problems confronting schools. They are not, for example, designed to address a full range of factors that cause poor academic performance, dropouts, gang violence, teenage pregnancy, substance abuse, racial conflict, and so forth. Moreover, the efficacy of any service may be undermined if it is not well-integrated with other services and with key programs at the school site. As noted, in linking services to schools, the tendency is to link them to sites without attending to their integration with a school's education support programs and the work of the classroom teacher. These are not criticisms of the services per se. The point is that such services are only one facet of a comprehensive approach.

And, the matter is compounded by the superficial way enabling activity is attended to

by the movement to restructure education.

A broad perspective of what is needed emerges by conceiving enabling activity as addressing all barriers to learning that are not accounted for by restructuring the instructional and management components of schooling. In general, enabling activity encompasses efforts to prevent and correct learning, behavior, emotional, and health problems; in doing so, it can enhance a school's efforts to foster academic, social, emotional, and physical functioning.

Most schools and many community services use weak models in addressing barriers to learning. The primary emphasis in too many instances is to refer individuals to specific professionals which leads to narrow and piecemeal services and inevitably overwhelms available resources. More ideal models emphasize the need for a comprehensive continuum of community and school interventions to ameliorate complex problems. Such a continuum ranges from programs for primary prevention and early-age intervention -- through those to treat problems soon after onset -- to treatments for severe and chronic problems. Programs are to address problems developmentally (i.e., from before birth through each level of schooling and beyond) and with a range of activity -- some focused on individuals and some on environmental systems. Included are programs designed to promote and maintain safety at home and at school, programs to promote and maintain physical/mental health, preschool and early school adjustment programs, programs to improve and augment social and academic supports, programs to intervene prior to referral for intensive treatments, and intensive treatment programs. Given the scope of activity, it is evident that effectiveness and efficiency require formal and long-lasting interprogram collaboration.[4]

One implication of all this is formulated as the proposition that *a comprehensive, integrated program of enabling activity* is *essential* in addressing the needs of the many who encounter barriers to their benefitting satisfactorily from instruction. The concept of an Enabling Component encapsulates this proposition. It represents a fundamental shift in thinking about activity designed to enable schools to teach, students to learn, families to function constructively, and communities to serve and protect. The concept calls for moving

(a) from fragmented, categorical, and discipline-oriented services toward a comprehensive and cohesive programmatic approach and (b) from activity that is viewed as supplementary ("added-on") toward a full-fledged integrated component of restructuring that is understood as primary and essential in enabling learning. It meshes together school and community enabling activity; it addresses specific problems experienced by students and their families; it emphasizes promoting healthy development and positive functioning as the best way to prevent many problems and as a necessary adjunct to corrective interventions.

Conception of an Enabling Component paves the way for understanding that school restructuring agendas should encompass three primary and complementary components: *instruction*, *enabling*, and *management*. From this viewpoint, it is argued that the Enabling Component warrants a degree of attention by policy makers, scholars, and practitioners that is at least on a par with efforts to restructure instruction and management (see Figure 2).

Insert Figure 1 about here

Policy into Practice

Operationalizing an Enabling Component requires (a) restructuring and expanding resources in ways that enhance coordination and movement toward a school-based/linked programmatic focus, (b) integrating school and community resources to the degree feasible, (c) enhancing access to other community programs by developing cooperative linkages between community and school site programs, and (d) integrating the Enabling, Instructional, and Management Components. Contemporary wisdom suggests that major changes in an institution's culture and practices require bottom-up and top-down effort. Thus, adoption of and ongoing commitment to any new vision of schools must be based on informed decision making by a broad range of interested parties (i.e., stakeholders such as parents, students, school staff, administrators, policy makers). Moreover, bringing the vision of an Enabling Component to life requires development of an infrastructure and specific mechanisms that create a component that is a strong partner with instruction and management.

Work to date has delineated six programmatic areas, underscored the importance of restructuring from the school outward, and clarified an infrastructure of basic mechanisms to be established at the school level and outside the school. What follows is an abbreviated introduction to each of these topics.[5]

Six Programmatic Areas

Based on analyses of the types of school and community activity that have emerged to address barriers to satisfactory school learning and performance, my colleagues and I have identified such enabling activity as falling into six programmatic areas. These are graphically represented in Figure 1 and briefly sketched below.

Classroom focused enabling. When a teacher encounters difficulty in working with a youngster, the first step is to see whether there are ways to address the problem within the regular classroom and perhaps with added home involvement. The focus is on enhancing classroom-based efforts to enable learning by increasing teacher effectiveness for preventing and handling problems in the classroom. This is accomplished by providing personalized help to increase a teacher's array of strategies for working with a wider range of individual differences. For example, teachers learn to use peer tutoring and volunteers to enhance social and academic support and to increase their range of accommodative strategies and their ability to teach students compensatory strategies; and as appropriate, they are provided support in the classroom by resource and itinerant teachers and counselors. Two aims of all this are to increase mainstreaming efficacy and reduce the need for special services.

Work in this area requires (a) programs for personalized professional development, (b) systems to expand resources, (c) programs for temporary out of class help, and (4) programs to develop aides, volunteers, and any others who help in classrooms or who work with teachers to enable learning. Through classroom-focused enabling programs, teachers are better prepared to address similar problems when they arise in the future. (The classroom curriculum already should encompass a focus on fostering socio-emotional and physical development; such a focus is seen as an essential element in preventing learning,

behavior, emotional, and health problems.)

Student and family assistance. Some problems cannot be handled without special interventions, thus the need for student and family assistance. The emphasis is on providing special services in a personalized way to assist with a broad-range of needs. To begin with, available social, physical and mental health programs in the school and community are used. As community outreach brings in other resources, they are linked to existing activity in an integrated manner. Special attention is paid to enhancing systems for triage, case and resource management, direct services to meet immediate needs, and referral for special services and special education resources and placements as appropriate. Ongoing efforts are made to expand and enhance resources. As major outcomes, the intent is to ensure special assistance is provided when necessary and appropriate and that such assistance is effective.

Work in this area requires (a) programs designed to support classroom focused enabling -- with specific emphasis on reducing the need for teachers to seek special programs and services, (b) a stakeholder information program to clarify available assistance and how to access help, (c) systems to facilitate requests for assistance and strategies to evaluate the requests (including use of strategies designed to reduce the need for special intervention), (d) a programmatic approach for handling referrals, (e) programs providing direct service, (f) programmatic approaches for effective case and resource management, and (g) interface with community outreach to assimilate additional resources into current service delivery.

Crisis assistance and prevention. The intent here is to respond to, minimize the impact of, and prevent crises. Desired outcomes of crisis assistance include ensuring immediate emergency and follow-up care is provided so students are able to resume learning without undue delay. Prevention activity outcomes are reflected in indices showing there is a safe and productive environment and that students and their families have the type of attitudes and capacities needed to deal with violence and other threats to safety.

Work in this area requires (a) systems and programs for emergency/crisis response at a site, throughout a school complex, and community-wide (including a program to ensure

follow-up care) and (b) prevention programs for school and community to address school safety and violence reduction, suicide prevention, child abuse prevention and so forth.

Support for transitions. This area involves planning, developing, and maintaining a comprehensive focus on the variety of transitions concerns confronting students and their families. Anticipated outcomes are reduced alienation and increased positive attitudes and involvement related to school and various learning activities.

Work in this area requires (a) programs creating a welcoming and socially supportive school community, especially for new arrivals, (b) counseling and articulation programs to support grade-to-grade and school-to-school transitions, moving to and from special education, going to college, moving to post school living and work, and (c) before, after-school, and intersession programs to enrich learning and provide safe recreation.

Home involvement in schooling. Work in this area includes (a) programs to address specific learning and support needs of adults in the home, such as ESL classes and mutual support groups, (b) programs to help those in the home meet their basic obligations to the student, such as instruction for parenting and for helping with schoolwork, (c) systems to improve communication about matters essential to the student and family, (d) programs to enhance the home-school connection and sense of community, (e) interventions to enhance participation in making decision that are essential to the student, (f) programs to enhance home support related to the student's basic learning and development, (g) interventions to mobilize those at home to problem solve related to student needs, and (h) intervention to elicit help (support, collaborations, and partnerships) from those at home with respect to meeting classroom, school, and community needs. The context for some of this activity may be a *parent center* (which may be part of a *Family Service Center* facility if one has been established at the site). Outcomes include indices of parent learning, student progress, and community enhancement specifically related to home involvement.

Community outreach for involvement and support (including a focus on volunteers). Outreach to the community is used to build linkages and collaborations, develop greater

involvement in schooling, and enhance support for efforts to enable learning. Outreach is made to (1) public and private community agencies, universities, colleges, organizations, and facilities, (2) businesses and professional organizations and groups, and (3) volunteer service programs, organizations, and clubs. Outcomes include indices of community participation, student progress, and community enhancement.

Work in this area requires (a) programs to recruit community involvement and support (e.g., linkages and integration with community health and social services; cadres of volunteers, mentors, and individuals with special expertise and resources; local businesses to adopt-a-school and provide resources, awards, incentives, and jobs; formal partnership arrangements), (b) systems and programs specifically designed to train, screen, and maintain volunteers (e.g., parents, college students, senior citizens, peer and cross-age tutors and counselors, and professionals-in-training to provide direct help for staff and students -- especially targeted students), (c) programs outreaching to hard to involve students and families (those who don't come to school regularly -- including truants and dropouts), and (d) programs to enhance community-school connections and sense of community (e.g., orientations, open houses, performances and cultural and sports events, festivals and celebrations, workshops and fairs).

In organizing the six programmatic areas into an Enabling Component, it is the content of each area that guides program planning, implementation, evaluation, personnel development, and stakeholder involvement. The emphasis throughout is on *collaboration, coordination*, and *integration* among all enabling activities and with the Instructional and Management Components. Moreover, the intent is to weave together a *continuum of programs* (from primary prevention to treatment of chronic problems) and a *continuum of interveners, advocates*, and *sources of support* (e.g., peers, parents, volunteers, nonprofessional staff, professionals-in-training, professionals). It should be noted that it is the broad nature and scope of the activity in each area that make collaboration within and

between each area essential; it is the many ways the various activities overlap and interact that require they be integrated.[6]

As feasible, the integrated use of advanced *technology* is highly desirable. Examples include a computerized system to organize information, aid case management, and link students and families to referrals; interactive audio-visual resources as program aids; and video and computer networks for staff development. Also if feasible, a *Center* facility provides a useful focal point and hub for Enabling Component operations. Given the increasing interest in creating "one-stop shopping" Family/Youth Service Centers and Parent Centers at school sites, it is worth emphasizing that the existence of a center is not a sufficient basis for assuming appropriate programmatic activity is in place or that the activity is integrated. For instance, establishment of a parent center does not guarantee a broad and well-designed program for enhancing home involvement in schooling.

Restructuring from the School Outward

An infrastructure must exist for the Enabling Component to function. Organizational and operational mechanisms at the school, complex, cluster, and system-wide levels are required to provide oversight, leadership, resource development, and ongoing support.[7] Well-designed mechanisms provide the means for (a) arriving at decisions about resource allocation, (b) maximizing systematic and integrated planning, implementation, maintenance, and evaluation of enabling activity, (c) outreaching to community resources in ways that create formal working relationships that bring some of the resources to campuses and establish special linkages with others, and (d) upgrading and modernizing the component in ways that reflect the best intervention thinking and use of technology. The focus is first on school level mechanisms related to the six programmatic areas. Then, based on a determination of what is needed to facilitate and enhance school level efforts, mechanisms are conceived for groups of schools and system-wide.

A programmatic approach to barriers to learning must coalesce at the local level. The school and its surrounding community are a reasonable focal point around which to build a

multi-level organizational plan. For schools, the first challenge in moving from piecemeal approaches to an integrated Enabling Component involves weaving existing enabling activity together (including curricula designed to foster positive social, emotional, and physical development). The second challenge is to (a) evolve existing programs so they are more effective and (b) reach out to other resources in ways that expand the Enabling Component (e.g., by groups of schools entering into collaborations; by establishing formal linkages with community resources; by attracting more volunteers, professionals-in-training, and community resources to work at the school site). Meeting such challenges requires well-conceived and appropriately supported mechanisms. (Establishment and maintenance of any school-based mechanism, of course, requires sanctioning and resource support from school governance bodies and staff and often from the community as well.) In general, comprehensive restructuring of enabling activity generally must be done in phases.

It is essential to identify a school-site leader for the Enabling Component. This is a person who sits at the decision making table when plans regarding space, time, budget, and personnel are made and whose job description specifies responsibilities for ensuring the proper operation of mechanisms for coordination, resource development, and accountability.

A specific school-based mechanism must exist for each of the six programmatic areas so that each is pursued optimally in daily practice and maintained over time. (Many schools, of course, are unable to simultaneously establish mechanisms to cover all six areas outlined above and will need to phase them in.) One way to conceive the necessary mechanisms is in terms of *school-based program teams.* The functions of each team are to ensure programmatic activity is well-planned, implemented, enhanced, evaluated, maintained, and appropriately evolved.[8] A basic problem in forming teams is that of identifying and deploying committed and able personnel. To begin with, a couple of motivated and competent individuals may take the lead related to a given programmatic area -- with others recruited over time as necessary and/or interested. Some program "teams" might even consist of one individual. In some cases, one team can address more than one programmatic

area, and for some areas, one team might serve more than one school.

In addition to the program teams, a separate on-site organizational mechanism for resource coordination addresses overall cohesion among the six programmatic areas. This mechanism also can be conceived as a school-based team. Such an Enabling Component *Coordinating Team* can reduce fragmentation and enhance cost-efficacy of enabling activity by assisting program teams in ways that encourage them to function in coordinated and increasingly integrated ways. Properly constituted, this group also can provide on-site leadership related to the Enabling Component and ensure its maintenance and improvement.

Conceptualization of the infrastructure at the school level helps clarify the Enabling Component mechanisms needed at school complex, cluster, and system-wide levels. For example, schools require assistance in establishing (and often in maintaining) school-based mechanisms related to enabling activity. An *Organization Facilitator* represents the type of mechanism that can provide the necessary expertise.[9] Such a specially trained professional can aid in establishing and developing school-based teams and in clarifying how to link up with community programs and enhance community involvement. By rotating within a group of schools (e.g., 10-12), a facilitator can phase-in appropriate school-based teams at each school over several months. Then, the facilitator can move on to another group of schools. After moving on, the facilitator can return periodically to share new ideas for enabling activity and assist in developing additional programs and related inservice. A relatively small cadre of Organization Facilitators can phase-in essential mechanisms throughout a relatively large district over a period of several years. Personnel to be trained for these positions can be redeployed from the ranks of support service staff, such as psychologists, counselors, and social workers, or from administrative or specialist personnel.

Groups of schools in the same locale often have common concerns and may have programmatic activity that can use the same resources. By sharing, they can eliminate redundancy and reduce costs. To these ends, representatives from each participating school can form an interschool *Coordinating Council*. The representatives might be chosen from

each site's Coordinating Team. Such a mechanism can help (a) coordinate and integrate programs serving multiple schools, (b) identify and meet common needs with respect to guidelines and staff development, and (c) create linkages and collaborations among schools and with community agencies. In this last regard, the group can play a special role in community outreach to create formal working relationships, as well as ensuring that represented schools have access to supplementary interventions and specialized back-up assistance from system-wide resources. In general, such a council can provide a useful mechanism for leadership, communication, maintenance, quality improvement, and ongoing development of an Enabling Component. As with the school-based teams, Organization Facilitators can assist in the development and maintenance of such councils. Technology can be used to enhance council activity and save time and effort.

School, complex, and cluster-level mechanisms are not sufficient. Personnel functioning at these levels benefit from system-wide leadership and from system-wide programs, special demonstration projects, and from specialized help provided at special sites or that can occasionally be brought to the school-site.

With specific respect to ensuring coherent oversight and leadership for developing, maintaining, and enhancing the Enabling Component, three system-wide mechanisms seem essential. One is a *system-wide leader* with responsibility and accountability for the component. This leader's functions include (a) evolving the district-wide vision and strategic planning for the Enabling Component in ways that are consistent with legal and professional guidelines, (b) ensuring coordination and integration of enabling activity among groups of schools and system-wide, and (c) establishing linkages and integrated collaboration with special education programs and programs operated by community, city, and county agencies. The leader's functions also encompass evaluation activity such as determining whether enabling efforts are equitably distributed across schools, conducting periodic quality improvement reviews of mechanisms at all levels, and of course ascertaining outcome efficacy. Two other recommended mechanisms at this level are a *system-wide resource*

coordinating council and a *design team.*

Awareness of the myriad of political and bureaucratic difficulties involved in making major institutional changes, especially with limited financial resources, leads to the conclusion that large-scale restructuring must be done in phases and with redeployment of existing resources. With respect to the concept of an Enabling Component, a district must first develop a *policy* commitment that ensures movement toward a comprehensive, integrated approach to enabling learning. Such a commitment means adopting Enabling as a primary and essential component on a par with the Instructional and Management components. The district then must adopt/adapt a prototype and create the *system-wide mechanisms* needed to operationalize the policy. It should be noted here that while system-wide mechanisms are created first, their development is based on a clear conception of how they support what is going on at the school and then at the complex and cluster levels. In creating *school, complex, and cluster level mechanisms*, the initial emphasis should be at the school level and should begin by weaving together existing resources and developing school-based program teams designed to meet the school's most pressing needs (e.g., teams focused on Student and Family Assistance, Crisis Assistance and Prevention, Classroom-Focused Enabling). All this means new roles and functions for some staff and greater involvement of parents, students, and representatives from the community.

Concluding Comments

To underscore our central points: First, we've tried to convey the need for revising policy at all levels. We've suggested it's essential to move from fragmented and narrowly targeted strategies to a *cohesive and comprehensive continuum of interventions*. In this regard, we stressed the importance of fully embracing the idea of a *comprehensive and integrated programmatic approach* to enabling effective schooling and learning. We also highlighted that enabling activities must be treated as *a primary and essential component of education reform* and not just as "add ons" that are the first to go when the budget's tight. As a unifying idea around which policy can be reformulated, we've suggested the concept of

the *Enabling Component*. It's meant to guide efforts to restructure enabling activity in schools, weave such activity together with initiatives to integrate community health and social services, and intertwine the whole enterprise with instruction. To bring the concept to life, we've sketched out a specific *programmatic approach* and *infrastructure* relevant to establishing an Enabling Component at a school site.

Finally, we caution that it is likely the eight National Educational Goals will not be achieved unless education reformers place a high priority specifically on restructuring activity meant to address barriers to learning. Indeed, we believe reformers must pay the same degree of attention to restructuring enabling activity as they currently devote to restructuring instruction and school management. This can happen if policy makers realize that, in a fundamental sense, there is really only one National Educational Goal: that is to ensure that *all* children have the kind of tomorrow that each of us wants for our own children.

It's up to all of us to elevate the prevailing discourse in our respective fields. We must lead the way by breaking out of the boxes that limit our perspective on how to address the many barriers that interfere with effective instruction. We must coalesce around a unifying reform concept that the general public and policy makers can understand in the same way they understand the importance of restructuring instruction. And we must weave our practices together with the same holistic orientation that is permeating current efforts to reform instruction. To do any less is to maintain a very unsatisfactory status quo.

Notes

[1] As examples, see Barth (1990), Elmore & Associates (1990), Lewis (1989), Lieberman & Miller (1990), Murphy (1991), National Association of Social Workers (1985), Newmann (1993), Sarason (1990), Schlechty (1990), Stedman, 1993, Task Force on Education of Young Adolescents (1989), Wehlage, Smith, & Lipman (1992).

[2] Across the country, policy makers are recognizing the critical importance of moving toward improved coordination and eventual integration of health, social, and human service programs. A variety of demonstration projects have adopted the concept of "one-stop shopping" -- whereby a center (e.g., a Family Service Center) is established at or near a school-site to house as many health, mental health, and social services as feasible. For examples of basic discussions, see Adler & Gardner (1994) Center for the Future of Children staff (1992), Center for the Study of School Policy (1991), Chaudry, Maurer, Oshinsky, & Mackie (1993), Dryfoos (1993, 1994), Government Accounting Office (1993), Herrington (1994), Hodgkinson (1989, 1991), Holtzman (1992), Kagan (1990), Kagan, Rivera, & Parker (1990), Kirst (1991), Koppich & Kirst (1993), Kusserow (1991), Melaville & Blank (1991), and Morrill, Marks, Reisner, & Chimerine (1991).

[3] A visit to any poverty area school underscores this point vividly and poignantly. For a discussion of the dimensions of the problem, see Committee for Economic Development (1987), Dryfoos (1994), Nightingale & Wolverton (1993), and O'Neil (1991).

[4] Melaville & Blank (1991), Newmann (1993), and Smith & O'Day (1991) have stressed not only the importance of collaboratives but the problems related to establishing them.

[5] For a more extensive discussion, see Adelman (1994).

[6] Another perspective of the nature and scope of the concept of the Enabling Component is seen in the five basic themes that permeate the programmatic activity. These stress that enabling occurs through (1) enhancing social supports *("A welcoming and supportive community")*, (2) enhancing academic supports (*"Everyone as a learner; everyone as a*

teacher!"), (3) an instructional curriculum that focuses on health and social-emotional development (*"I'm learning to care for myself and to care about you!"*), (4) physical and mental health interventions (*"Preventing preventable problems and correcting the rest"*), and (5) social services (*"A caring society"*).

[7] The writings of Adelman (1993) and Adelman and Taylor (1993a, 1993b, 1993c, 1994) provide a basic discussion of integrated school/community mechanisms relevant to enabling activity.

[8] Teams are a prominent topic in the restructuring literature. Newmann (1993) emphasizes that a school's structure must provide ways to nurture the competence and commitment of team members or else team's will not be effective.

[9] The concept of an Organization Facilitator finds its roots in the extensive organizational literature describing change agents. As a specific form of change agent, the concept has emerged from the work of the Early Assistance for Students and Families Project and is described in Adelman (1993) and Adelman & Taylor (1993c, 1993d, 1994).

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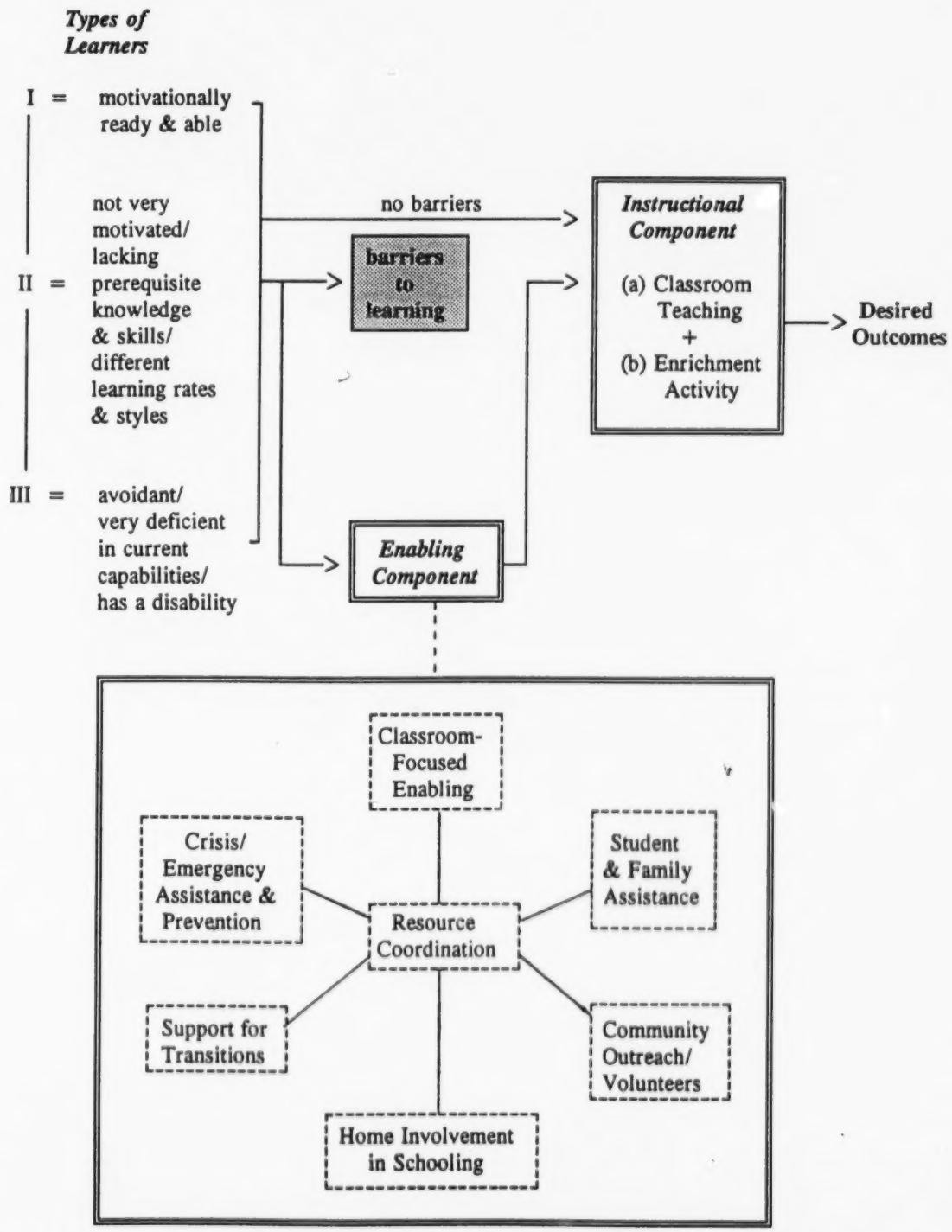
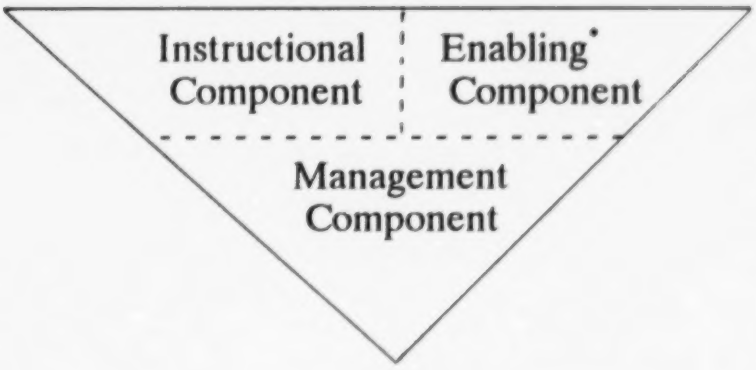
Figure 1. Addressing barriers to learning: The Enabling Component operationalized as six programmatic areas for school-based collaborative activity.


Types of Learners
I = motivationally ready & able
II = not very motivated/ lacking prerequisite knowledge & skills/ different learning rates & styles
III = avoidant/ very deficient in current capabilities/ has a disability
no barriers
barriers to learning
Instructional Component
(a) Classroom Teaching
+
(b) Enrichment Activity
Desired Outcomes
Enabling Component
Classroom-Focused Enabling
Crisis/ Emergency Assistance & Prevention
Student & Family Assistance
Resource Coordination
Support for Transitions
Community Outreach/ Volunteers
Home Involvement in Schooling

From H.S.Adelman (1994). Restructuring education support services: Toward the concept of an Enabling Component. Submitted manuscript.

Figure 2. Three Major Components to be Addressed in Restructuring Education



*Enabling means to provide with the means or opportunity; to make possible, practical, or easy; to give power, capacity, or sanction.

Given the many factors that can interfere with learning and performance, commitment to the success of all children requires an array of activity to ***enable learning***. In general, enabling activity encompasses efforts to prevent and correct learning, behavior, emotional, and health problems. Optimally, in doing so, it can enhance a school's efforts to foster academic, social, emotional, and physical functioning.

A comprehensive, integrated program of enabling activity is *essential* in addressing the needs of the many who encounter barriers that interfere with their benefitting satisfactorily from instruction. The concept of an Enabling Component is meant to encapsulate this proposition. It encompasses a fundamental shift in thinking about activity designed to enable schools to teach, students to learn, families to function constructively, and communities to serve and protect. The concept calls for moving (a) from fragmented, categorical, and discipline-oriented services toward a *comprehensive and cohesive programmatic* approach and (b) from activity that is viewed as supplementary ("added-on") toward a *full-fledged integrated component* of restructuring that is understood to be primary and essential in enabling learning. It meshes together school and community enabling activity; it addresses specific problems experienced by students and their families; it emphasizes promoting healthy development and facilitating positive functioning as the best way to prevent many problems and as a necessary adjunct to corrective interventions.

Conception of an Enabling Component paves the way for understanding that school restructuring agendas should be viewed as encompassing three primary and complementary components: *instruction*, *enabling*, and *management*. Given its fundamental nature, the Enabling Component warrants a degree of attention by policy makers, scholars, and practitioners that is at least on a par with efforts to restructure instruction and management.